

**Technical Support for Procurement and Project Management
and Private Sector Participation to the Ministry of Water and
Irrigation, Water Authority of Jordan and the Jordan Valley
Authority**

Support for Economic Growth and Institutional Reform:
General Business, Trade & Investment IQC

**Aqaba Water Company
Compensation and Benefits Plan
Volume III**

Contract No. PCE-I-00-98-00015-00
Task Order 814

Submitted by
Chemonics International Inc
October 21, 2003

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ACRONYMS

ASEZ	Aqaba Special Economic Zone
ASEZA	Aqaba Special Economic Zone Authority
AWC	Aqaba Water Company
C&B	Compensation and Benefits
CPI	Consumer Price Index
GM	General Manager
EDCO	Electricity Distribution Company
DGM	Deputy General Manager
GSC	General Secondary Certificate
JEPCO	Jordan Electric Power Company
MOH	Ministry of Health
MWI	Ministry of Water and Irrigation
O&M	Operations and Maintenance
PBP	Performance-Based Pay
PFR	Prefeasibility Report
PMU	Program Management Unit
WAJ	Water Authority of Jordan

EXECUTIVE SUMMARY

This report presents a compensation and benefits structure and cost estimate for the Aqaba Water Company. The design of the structure has three aims:

- To develop a compensation and benefits package which will make AWC a competitive employer in an increasingly competitive Aqaba labor market.
- To extend the current selective WAJ Aqaba use of productivity-based pay approaches throughout the organization.
- To design a salary scale which enables merit-based career progression for motivated employees while gradually eliminating the anomalies between job value and actual pay which have arisen in WAJ Aqaba as a result of the compressed civil service salary structure and the dominance of years-in-service factors in salary progression.

The proposed AWC compensation and benefits package consists of four main elements:

- Salaries
- Allowances
- Performance-based bonuses
- Benefits

Salaries. The AWC salary scale is based on a position classification of all 88 AWC job titles according to level of responsibility, knowledge/skill requirements, physical effort, and work environment. A key design objective is to identify market-based salary levels; this was done by finding market values for a number of “benchmark jobs” and then filling in the rest of the salaries through the relative job values in the position classification. A standard annual increase indexed to recent increases in the consumer price index is provided, and is used also to define the high end of each position’s salary range.

Allowances. As the basic salaries have been designed to compensate for education, experience, etc., the AWC allowances make up a much smaller percentage of AWC wage costs than is presently the case in WAJ Aqaba. The following types of allowance are proposed:

- On-call allowance
- Overtime allowance
- An “incentive allowance” to motivate certain labor categories to accept work locations in rural areas of the Governorate
- A disagreeable work allowance for wastewater staff
- Housing allowances for Professional staff domiciled outside the Aqaba Governorate and for Professional and Skilled staff working in rural areas in which they are not domiciled.

Bonuses. It is suggested that in the initial years of AWC existence, bonuses be allocated fairly extensively throughout the units of the organization based on unit contribution to a small number of key organization-wide business plan objectives. Distribution within units would be based on policies developed within each unit. The report recommends that the target size of the total bonus pool be equivalent to one month’s salaries. The size of the pool in a given year would be

calibrated to company profitability: the one month salary level would apply in years in which the company achieves its profitability targets; the Board would decide on the size of the pool when the company exceeds or falls short of target.

Two options for sourcing the bonus pool are presented and costed. The first option, preferred by TAPS, would source the bonus pool from company profits before taxes. The second option would fund the bonus pool out of the personnel budget; this approach entails additional operating expenses while the first does not.

Benefits. In keeping with standard utility company practice in Jordan, AWC will offer several non-wage personnel benefits:

- Social insurance
- Life insurance
- Health insurance
- Company-provided fund or “savings fund”, which would provide zero-interest loans to qualifying employees and also make short-term investments for annual gains distribution

The benefits programs are sourced by various combinations of company contribution and payroll deduction.

The AWC salary structure was designed with a view of achieving high levels of *external parity* and *internal equity*. “External parity” is found when the salary an organization offers for a position is close to that offered by comparable organizations in comparable locations for comparable positions. “Internal equity” relates to the relative values given to jobs *within* an organization. Internal equity is found when employees believe that salary differentials between positions reflect real differences in the difficulty or importance of the jobs. External parity levels were set by comparisons with comparable organizations or by experience with actual labor market conditions from recruitment efforts. Internal equity was addressed through a formal job evaluation study.

The salary levels for AWC top management (4 positions) were developed in relative independence from the job evaluation study and are based on TAPS estimates. It is expected that a significant part of top management compensation would be dependent upon company achievement of annual business plan targets.

Proposed and Current Salary Ranges

Position Class	Proposed AWC	Current WAJ Aqaba
Top Management	750-3585	362-658
Professional I	450-717	524-1050
Professional II	350-478	260-367
Technical I	300-418	158-397
Clerical I	300-398	185-322
Technical II	250-329	206-342
Clerical II	250-329	186-276
Semi-Skilled	175-269	172-331
Unskilled	150-179	153-208

Data limitations in the reclassification of the current WAJ Aqaba Staff make comparison of the proposed and current ranges highly tentative. The WAJ human resource information system records do not permit a thorough analysis of each employee's responsibilities and qualifications. It is likely that the employees tentatively classified in the Technical I and Clerical I grades will need considerable skills upgrading, including computer training, to satisfy the requirements of the positions in these classes. The WAJ Aqaba data illustrate dramatically how the civil service emphasis on automatic, seniority-based step increases and promotions creates serious anomalies in pay levels.

Compensation and Benefit Costs

	2004	2005	2006
No. of employees	256	272	272
Basic salaries	774,900	854,598	871,690
Total wage costs	937,939	1,038,998	1,058,502
Average monthly wage	252	262	267
Benefit costs	185,976	205,104	209,206
Total costs	1,123,915	1,244,102	1,267,707
<i>PFR estimate*</i>	2,167,438	2,167,438	2,167,438

* PFR estimate includes training costs.

When the average proposed basic salary for AWC Employees is compared to average April 2003 WAJ Aqaba pay (salary plus standard allowance), the increase in basic salary levels appears to be on the order of 25 percent. A significant part of the increase is related to AWC's more highly qualified staff and skill composition.

SECTION I

INTRODUCTION

This report presents a compensation and benefits structure and cost estimate for the Aqaba Water Company.

1.1 Background

The GOJ's decision to commercialize water utilities has policy and financial origins. In policy terms, utility corporatization is part of a larger strategy of transforming government from provider and operator of public services to enabler and regulator of private and non-governmentally based provision. Commercial management is also expected to reduce the need for both tariff increases and subsidies and ultimately to generate funds for water resource development and service improvements in regions which currently receive insufficient water supplies.

The selection of Aqaba Governorate for the pilot water utility corporatization is based on several considerations:

- Aqaba is presently the healthiest financially of all the WAJ Governorates.
- Aqaba City is the core of the new Aqaba Special Economic Zone; the City needs a high level of water service to meet the needs of investors and a growing professional population.
- Wastewater management must be highly effective in order to preserve the Aqaba coastal ecosystem in one of Jordan's most attractive resort environments.

USAID is providing support to Aqaba development through a number of technical assistance projects. In addition, USAID is providing capital assistance for significant wastewater and water system improvements in Aqaba city. The Aqaba Water Company will be responsible for ensuring operation, maintenance, and future expansion of these systems.

Under the TAPS Project, USAID is providing technical assistance in design and implementation of the corporatization process. Human resource planning and management were recognized early as a key area for institutional development. Focal areas for human resource assistance include:

- Reorganization of the utility to assume greatly enhanced responsibilities as an autonomous commercial entity.
- Identification of staffing and training needs.
- Need for detailed job descriptions to support staff selection, training needs assessment, recruitment, and salary structuring.
- Need for a competitive and performance-driven compensation and benefits package capable of attracting, retaining, and motivating qualified personnel.
- Need for personnel policies and procedures to develop and discipline staff.

A general assessment of WAJ Aqaba management and personnel issues were provided in the TAPS *AWC Prefeasibility Report* (January 2003). Subsequent TAPS human resource development assistance has been oriented to producing an AWC Organization Manual. Volume I of the manual is the AWC Organization and Staffing Plan, Volume II is the AWC Job Descriptions. Volume III is the Compensation and Benefits Plan; the present report provides

TAPS initial contribution to Volume III. Volume IV is expected to be the personnel policies and procedures.

1.2 Purpose

The report has three aims:

- To develop a compensation and benefits package which will make AWC a competitive employer in an increasingly competitive Aqaba labor market.
- To extend the current selective WAJ Aqaba use of productivity-based pay approaches throughout the organization.
- To design a salary scale which enables merit-based career progression for motivated employees while gradually eliminating the anomalies between job value and actual pay which have arisen in WAJ Aqaba as a result of the compressed civil service salary structure and the dominance of years-in-service factors in salary progression.

Historically, the WAJ Governorate utilities have been managed as field offices of the national water authority. Hence water utility corporatization in Jordan is necessarily also utility decentralization. Even though decentralization is intended to improve financial as well as operational performance, the decentralization of a wide range of specialized functions - such as capital planning, construction, purchasing, personnel, accounting, and finance - to the new company will entail new costs, as well as make evident historical Aqaba costs previously embedded in the WAJ budget.

A principal new cost is personnel. Working closely with WAJ, the TAPS Project has developed an AWC Staffing Plan and Job Descriptions for the critical initial period from 2004 to 2006 when the Company assumes responsibility for service provision, establishes new functions, and takes over the city water and wastewater system improvements. Current WAJ Aqaba Personnel do a good job of O&M of the current facilities, billing, and collection, but that the organization is underskilled and even understaffed in relation to the requirements of new facilities and management systems (See Tables 1.1 and 1.2). TAPS estimates that even after potentials for upgrading existing staff qualifications have been exploited, there is still a need for about 24 new hires. WAJ Officials recognize those civil services hiring procedures and compensation packages have constrained the acquisition of qualified supervisory, technical, and administrative personnel.

Readers should be aware from the outset that the estimate of benchmark AWC personnel costs shows these costs to exceed current WAJ Aqaba wage costs on the order of 62 percent. The increase should not be surprising. It arises from four sources:

- The current “WAJ Aqaba” personnel costs do not reflect all of WAJ’s Aqaba-related personnel costs.
- The staffing is set to increase from the current 261 to 272.
- The increase in staffing reflects requirements of new facilities and new systems.
- The new positions are all at the higher ends of the salary scale; as noted above, AWC is a more skilled organization than WAJ Aqaba.

Table 1.1 Planned vs. Current Staffing, by Position Class

Class	AWC		WAJ Aqaba	
	No.	%	No.	%
Professional	33	12%	16	7%
Skilled	102	38%	64	26%
Semi Skilled	56	21%	47	19%
Unskilled	81	30%	119	48%
Totals	272		246*	

Note: Data adequate to classify only 246 of the current 261 WAJ Aqaba personnel.

Table 1.2 Planned vs. Current Staffing, by Educational Level

Education	AWC		WAJ Aqaba
	No.	%	No.
Bachelors	26	10%	14
Diploma	34	12%	21
Tawjihi	16	6%	23
Vocational	83	31%	25
Pre-tawjihi	-	-	52
Basic (9 yrs)	113	42%	20
Not specified	-	-	95
Totals	272	101%	250

Note: WAJ Aqaba percentages were not calculated because of large number of “non-specified” cases. It is likely that many of these cases have only basic educational qualifications.

These factors, rather than any across-the-board increase in salary levels, account for both the increase in total personnel costs and in the average wage. With the exception of the four top management positions, the proposed salary ranges for positions already staffed at WAJ Aqaba are within the current ranges

The personnel cost estimates in the present report remain well within the estimates given in the TAPS AWC Prefeasibility Report.

1.3 Methods

The report builds on the staffing and job analyses presented in the TAPS *AWC Organization and Staffing Plan* (3rd edition) and *AWC Job Descriptions* (2nd edition). These reports were prepared over the course of nearly one year’s interaction with WAJ Officials in Amman and Aqaba.

The structure of the total purposed compensation and benefits package was developed in close consultation with senior WAJ human resource planners and WAJ Aqaba managers. TAPS and WAJ also reviewed the total packages developed by AWC’s closest organizational comparators - the Electricity Distribution Company (EDCO) and the Jordan Electric Power Company (JEPCO) - as well as elements of the ASEZA package.

Much research and analysis went into the preparation of the AWC position classification and salary structure presented in this report. They were developed through a comprehensive job evaluation study based on detailed job descriptions and careful study of the salary structures of the civil service, WAJ Aqaba, EDCO, an Aqaba City wages survey conducted by the USAID ATASP Project, and recent WAJ hiring experience. None of these structures has been simply imitated, but together they help to “triangulate” competitive wage levels and develop an equitable salary scale which facilitates processes of organic staff development and career planning.

The report’s discussion of benefits relies on interviews with administration managers and benefits program administrators of EDCO and JEPCO.

1.4 Organization of the Report

Following this introduction, Section 2 reviews the compensation and benefits structures of the civil service, EDCO, and JEPCO.

Section 3 gives an overview of the elements of the proposed AWC compensation and benefits package. The subsequent four sections discuss the principal elements of the package:

- Salaries (Section 4)
- Allowances (Section 5)
- Performance-based pay (Section 6)
- Benefits (Section 7)

Section 8 provides the personnel costing model and our benchmark personnel cost estimates for the years 2004, 2005, and 2006.

Detailed job evaluation, position classifications, and salary tables have been placed in annexes. Annex B provides an introduction to job evaluation techniques for future AWC use.

SECTION II

CURRENT COMPENSATION AND BENEFITS

This section reviews the components of WAJ Aqaba pay and the benefits provided to WAJ Aqaba Employees. The section also briefly reviews compensation structures and benefit programs in EDCO and JEPSCO.

2.1 WAJ Aqaba Compensation and Benefits

Table 2.1 shows the components of monthly pay for 257 WAJ Aqaba Employees for whom detailed April 2003 payroll breakdowns were available from WAJ's Payroll Division. The data is organized by employment type and compensation component.

The Jordanian civil service system currently recognizes ten different employment arrangements; six of these are found in WAJ Aqaba. The six employment types found in WAJ Aqaba are the following:

1. Classified (code 1)
2. Unclassified (Code 2)
3. Day Laborers (Code 3)
4. Project Contract Employees (Code 4)
5. Contract Employees (Code 5)
6. Permanent Unclassified (Code)

The term "classified" in the Jordanian civil service system refers to employees hired under the Civil Service Retirement system and entitled to pensions. WAJ Aqaba has ten Employees of this type, all hired before 1985. All Employees hired since 1985 (and some who were hired before 1985 but not as permanent hires) are instead registered with the Social Security scheme rather than the pension scheme. It is important to note that while the other employment types are referred to as "unclassified" types; all employees are slotted within the Civil Service position classification system, which will be discussed below.

"Unclassified" and "permanent unclassified" employees are hired as long or life-time employees. There is no obvious conceptual distinction between the two types, but the 13 "permanent unclassifieds" in WAJ Aqaba have generally higher educational qualifications (either Bachelor or Diploma degrees) than the 102 "classifieds".

"Project contract" employees are supposedly paid out of the budgets of capital works projects in which they are engaged in design, supervision, or administration. WAJ Aqaba has only two such employees. In practice, their employment is continued beyond the life of the "project".

"Contract" employees are hired on the basis of renewable, negotiated one-year contracts. "Day laborers" are hired on short-term contracts, which are virtually automatically renewed, with some day laborers employed since 1984. In theory, these two types of contract are "lump-sum" contracts and not entitled to allowances; in practice, some allowances are given.

Table 2.1 shows that a WAJ Aqaba Employee's monthly pay may be made up of as many as 12 components. Five of these components individually constitute less than

2 percent of pay; of these small allowances, the only one worthy of note is the “disagreeable work” allowance (*badal adwa*), paid to wastewater employees.

Table 2.1 Current WAJ Aqaba Monthly Pay and Pay Composition

Employment Type	No.	Basic Salary	Overtime Allowances	Basic Increase	Personal Increase	Personal Increase Adjustm	Additional Increase	Family Allowance	Disagreeable Work	Contract Worker Increase	Transport Allowance	Other Adjustments	Temporary Overtime	Total
1	10	1,208	362	579	662	106	562	126	30	0	0	0	0	3,635
		33%	10%	16%	18%	3%	15%	3%	1%	0%	0%	0%	0%	100%
2	102	8,156	2,341	2,379	6,518	1,327	799	958	270	0	135	6	0	22,888
		36%	10%	10%	28%	6%	3%	4%	1%	0%	1%	0%	0%	100%
3	122	16,779	22	26	65	1,201	0	11	600	0	0	13	0	18,716
		90%	0%	0%	0%	6%	0%	0%	3%	0%	0%	0%	0%	100%
4	2	627	23	35	63	12	0	0	0	0	0	0	0	760
		83%	3%	5%	8%	2%	0%	0%	0%	0%	0%	0%	0%	100%
5	2	341	102	173	138	20	338	18	30	71	0	0	0	1,231
		28%	8%	14%	11%	2%	27%	1%	2%	6%	0%	0%	0%	100%
10	13	968	290	425	766	159	501	69	30	0	0	0	2	3,211
		30%	9%	13%	24%	5%	16%	2%	1%	0%	0%	0%	0%	100%
	251													
JD/mo		28,079	3,141	3,616	8,212	2,825	2,201	1,182	960	71	135	18	2	50,442
		56%	6%	7%	16%	6%	4%	2%	2%	0%	0%	0%	0%	100%
JD/yr		336,954	37,687	43,393	98,547	33,897	26,407	14,181	11,520	846	1,620	221	27	605,299

Source: April 2003 data from WAJ Payroll Division

Basic Salaries

The basic salary (*al-ratib al-mustahaqq*) is derived from the civil service salary scale. The scale divides the universe of employees into four principal classes or job families (*fi'at*), each divided into three or more grades (*darajat*). As the scale must serve many organizations, the position classification aspect of the table is little developed, i.e., the table and the accompanying articles in the civil service regulations give little indication as to how a given position are to be allocated to a class or grade, apart from the broad educational qualification requirements which distinguish the main classes.

Class I and II positions need a university degree; Class III positions need a general secondary certificate (*tawjihi*). Class IV positions are of a manual or support service type and do not require secondary education. Class I is reserved for very senior officials, such as secretaries-general and governors.

The employing ministry and the Civil Service Bureau appear to make the determination of the grade at which the starting employee enters the system. Class I has three grades, Class II has nine, Class III has ten, and Class IV has three. Grades 3-9 of Class II and Grades 2-10 of Class III anticipate that the employee will spend five years in grade, receiving an annual step increase of JD3 per month, and then be moved to the next grade. The highest two grades of Class II and the highest two grades in Class I allow for 15 years in grade, with annual step increases of JD5 to 8 per month. The three Class IV grades each allow for an incumbent to spend 30 years in grade, with annual increases of JD3 per month.

Table 2.2 presents the basic salary ranges in the civil service scale; for the sake of space, some grades in Classes II and III have been collapsed.

Table 2.2 Civil Service Position Classification and Salary Scale

Class	Grade	Entry (JD/mo)	High (JD/mo)	Educational Qualifications
I	Special	233	335	University
	1	145	315	
	2	130	151	
II	Special-2	130	335	University
	3-6	79	127	
	7-8	61	77	
III	1-2	130	215	General secondary certificate
	3-6	79	127	
	7-10	45	77	
IV	1	103	190	Less than GSC
	2	73	131	
	3	43	101	

Allowances

The most striking feature of WAJ Aqaba pay composition is that while basic salary is the most important component of pay, at 56 percent it represents a relatively small proportion of total pay. Various fixed salary supplements may add as much as 200 percent of the basic salary. Though these are called “increases” (*ilawat*), we may consider them allowances to distinguish them from the annual step increase discussed above. The three most important allowances are the following:

“*Personal increase*” (*ilawa shaksiya*). In recognition of the low civil service basic salary levels, the Cabinet will periodically issue a decree which adds a salary supplement across the board; as amount or percentage is set for each grade and step in the position classification system. It is understood as a cost-of-living adjustment. Though applied continuously, it does not change the basic salary of the position and so has no compounding effect on the salary; the same point holds true for all the other types of allowance. In total, the personal increase accounts for 24 percent of WAJ Aqaba pay. Table 1 shows the personal increase to be a significant part of pay for classified, unclassified, and permanently unclassified types, less significant for the two contract types, and insignificant for day laborers.

“*Additional increase*” (*ilawa idafiya*). The Jordanian civil service regulations give percentage increases of the basic salary to certain occupations, as follows:

Table 2.3 Additional Increase Rates

Doctor or dentist	120%
Veterinarian	120%
Engineer	120%
Agronomist	120%
Pharmacist	120%
Nurse certified midwife, workers in Ministry of Health hospitals	100%
Nurse certified midwife, workers in hospitals not affiliated with Ministry of Health	75%
Geologist	90%

In total, the “additional increase” accounts for 16 percent of the total WAJ Aqaba payroll and is particularly significant in the contract, permanently unclassified, and classified categories.

“*Basic increase*” (*‘ilawa asasiya*). Also stipulated in the civil service regulations, the basic increase is simply a percent increase on basic salary. The percentage is related to position class and grade, as follows:

Table 2.4 Basic Increase Rates

I	Senior officials	60%
II	Professionals	
	Grade Special to 2	55%
	Grades 3-6	50%
	Grade 7	45%
III	Technical and Clerical	
	Grade 1-2	45%
	Grades 3-6	40%
	Grades 7 and lower	35%
IV	Support	30%

The use of various “increases” and “allowances” is a means by which governments in developing countries attempt to make civil service compensation rates more competitive with the private sector without modifying the basic salary scales. AWC is neither required nor advised to follow this approach to compensation. In the first place, this approach complicates payroll calculations unnecessarily. More importantly, it renders more difficult the comparisons needed to identify market-level basic salaries for positions. Finally, the “additional increase”- the increase based on occupational type - seems particularly rigid, selecting only a small range of occupations for recognition, among which certain key types of AWC position, such as computer specialist, accountant, and administrative specialist, are not included. It is better for AWC to completely revise its basic salary scale on the basis of systematic position classification and job evaluation with a view to market rates, such as provided in Section 4 of this report.

Benefits

WAJ Aqaba Employees are entitled to Social Security benefits (retirement and disability insurance) and Ministry of Health-provided medical benefits for civil service employees. Benefits are non-wage labor costs, and the government contributions to these benefits are not shown in Table 2.1.

2.2 EDCO Compensation and Benefits

EDCO is a public owned utility company engaged in electricity distribution and customer service in all of the governorates of Jordan except Irbid and Greater Amman. The company has 1200 employees and has branch offices in the Governorates.

Position Classification and Salary Structure

The EDCO position classification and salary scale is shown in Table 2.5. A plus sign means that there is no limit to the number of annual increases an employee of that grade may receive. The EDCO Administration Manager commented that the scale is in need of revision, as too many of the classes (*fi'at*) have salaries in their higher grades (*darajat*) which are much higher than several grades in higher classes. This is evident in all classes other than the Management class. It is illustrated in instances where a high-grade support employee has a higher-basic salary than some Clerical 1, Technical 2, or Professional 4 and 5 grades. In TAPS view, the EDCO Professional class is not well defined; it is difficult to imagine which types of position requiring university degrees pay basic salaries as low as JD 230 per month. Also unclear is the reason for the discrimination in salary against Clericals in comparison with Technicals; in the AWC position classification, most Clerical I positions have important responsibilities, including operation of key modules of the computerized financial and administrative systems.

Table 2.5 EDCO Position Classification and Salary Scale

Job Family	Job Groups	Grade	Salary			Educational Qualifications
			Entry	Middle	High	
Top Management	Deputy General Manager, Administration Manager	A1	650	900	900+	University
	Department Manager, Consultant	A2	525	725	725+	
Professional	Section Head (e.g., plant manager, purchasing manager), Engineer, Accountant, Economist, Analyst/Programmer, Lawyer, Administrative Supervisor	B1	450	625	625+	University
		B2	385	530	675	
		B3	330	455	580	
		B4	280	385	490	
		B5	230	325	410	
Technical	Technical & Crafts Groups: Operation Technician, Mechanic, Electrician, Maintenance Technician, Welder, Craftsman, Surveyor, etc					General Secondary Certificate
	Technician Supervisor, Stores Inspector	C1	315	395	395+	
	Technician I, Central Storekeeper	C2	250	315	375	
	Technician II, Branch Storekeeper	C3	200	250	300	
	Technician III	C4	150	200	240	
	Fin & Admin Groups: Clerk (administrative, financial, accounting, purchasing, subscribers, stores), Secretary, Bursar, Meter Reader/Collector, Data Entry, Administrative Supervisor, Branch Head	C5	150	NS	350	
Support Services	Driver, Heavy Equipment Driver, Guard, Mail Clerk, Laborer	D1	145	NS	325	As necessary

NS: Not specified

+ Potential for salary increases due to annual increases is unlimited.B28

Source: EDCO Personnel Regulations, August 1997

Annual Increases

In the civil service system, employees are entitled to automatic annual step increases in grade as set out in the civil service position classification table. EDCO has adopted a distinctive approach to annual increases by making them performance-based. Increases are in the range of 0-5 percent depending on the employee's performance evaluation. Since the increases are cumulative, consistently high ratings can generate significant salary increase. EDCO Officials do not view the inflationary implications of this approach as problematic, saying that tariff increases have been regular.

Work Allowances

Since EDCO's basic salary scale is competitive, EDCO dispenses with most of kinds of supplements to the basic salary that are so large a part of WAJ pay. EDCO allowances include:

- On-call allowance. JD5/day. Applies to engineers only.
- Overtime allowance. Paid at the rate of 1.25 the basic salary for overtime hours worked.
- Location allowance. From 5-15 percent of basic salary depending on distance from Amman.
- Difficult work allowance. Applied to work involving physical exertion, such as drilling.
- Various transportation allowances and allowances paid to employees who use their personal cars.

Bonuses

EDCO pays 13th and 14th month bonuses.

Housing Benefits

EDCO owns or rents 80 apartments in Aqaba. A deduction described by the EDCO Aqaba Administration Manager as "nominal" is made from the beneficiary's paycheck.

Employment Benefits

EDCO provides social insurance (Social Security), life insurance, medical insurance, and a "savings fund".

Early experience with private medical insurance was unsatisfying; the company felt that rates were too high, ceilings and exclusions too many, and that the provider did not act in good faith, finding loopholes for denying claims. They have shifted now to a self-managed program, in which the company has assembled its own network of providers and established price schedules for each eligible type of service. The Company contributes an amount equal to 8 percent of salaries and makes a 4 percent deduction from the employee's paycheck. The employee co-pays up to 25 percent of the cost of a service. Four employees work full-time on analyzing and processing claims. Employees are satisfied with the care received and the administration of the scheme. So far, inflows to the plan have been greater than outflows, but the company has not included its costs of plan administration in this calculation. At an average annual cost of JD68 per employee (before administrative costs), the scheme is considerably cheaper than private

insurance, for which the quotations received by TAPS from two companies were in the range of JD150 per employee.

The Company also provides a combination investment and loan program called a Saving Fund (*sandug il-dikhar*). The fund is sourced by 10 percent company contribution and 10 percent payroll deduction. One part of the fund capital is used to provide zero-interest loans to employees; the other part is used for short-term financial investments. Investment choices are made by a committee of employees, and investment proceeds are distributed annually. At the end of service, the employee receives his/her “principal” (total of deductions and company contributions).

2.3 JEPCO Compensation and Benefits

JEPCO is engaged in electricity distribution, mainly in the Greater Amman area. The company has 1,500 employees and is fully privately owned.

Position Classification and Salary Structure

EPCO is currently restructuring its position classification and salary structure Company-wide. They are using a job evaluation approach, similar to that advocated by TAPS, in which each salaries are set on the basis of required level of knowledge/skill, level of responsibility, physical effort, type of work environment, etc. JEPCO is at the initial stage of the process - the preparation of detailed job descriptions. The jobs will then be evaluated by a committee on the basis of indicators and weights to be developed for the various evaluation factors.

Allowances

JEPCO currently has 42 types of allowances. One of the reasons they’re restructuring the salary scale is to try to minimize the number of allowances and so incorporate job-related variables into the job description and the basic salary. TAPS endorses this approach; it makes the salary levels more comparable to market rates and it simplifies payroll documentation and calculation. They will retain shift allowances and on-call (*munawib*) allowances.

Bonuses

JEPCO pays 13th and 14th month bonuses.

Overtime

Overtime is calculated on the basis of actual hours worked by the employee. Percentage ceilings on amount of overtime differ from department to department within a 0-30 percent range; overtime in response to emergency call-outs may exceed the ceilings.

The overtime pay rate is 150 percent for weekdays and 200 percent on Fridays and holidays.

Performance Incentives

These are only applied to jobs in which the employee’s work is outside of direct supervision, i.e., field-based jobs such as revenue collection, line repair, etc. Performance targets are job-specific and include both output and effectiveness measures.

Benefits

JEPCO provides medical insurance, life insurance, and a savings fund, as well as social insurance.

Medical Insurance

As in EDCO, the company has assembled its own network of approximately 300 service providers and pharmacies, with agreed price limits. Employees can go to other providers, but the company will only pay within the price schedule. Some services (dental crowns, cosmetic surgery, some medications) are not covered. The program is administered by 20 employees full-time and costs JEPCO JD one million a year. There is no payroll deduction for employee coverage. The employee co-pays 10 percent of drug costs, 15 percent of hospital costs, etc, plus a “small charge” for each claims form.

Coverage of *family members* involves a three percent payroll deduction, regardless of the number of family members.

Life Insurance

One percent company contribution. Presently, they use al-Sharq al-Awsat Insurance Company, and the one percent contribution covers the premium.

Savings Fund

Ten percent Company contribution and ten percent payroll deduction. Fifty percent of the capital is used for zero-interest loans for defined uses. An employee must have five years with the company to qualify to join the loan queue. The rest of the capital is either invested (including investment in JEPCO stock) or used in wholesale purchase agreements for durables (e.g., refrigerators) or staples. The fund is managed by committee. Profits are distributed annually, and are in the range of two to three percent.

End-of-Service Benefit

This is paid as a lump-sum payment according to the following scale:

Years with Company	Benefit
Up to 5	1 month's salary per year
5 to 10	1.5 months salary per year
Over 10	2 months salary per year

SECTION III

OVERVIEW OF THE PROPOSED PACKAGE

This section presents the elements of the proposed AWC compensation and benefits structure. The subsequent four sections discuss the major elements at greater length.

3.1 Salaries

Salaries are the largest component of total personnel cost and the basis upon which most other elements of payroll and benefit cost are calculated. The AWC salary scale is based on a position classification of all 88 AWC job titles according to level of responsibility, knowledge/skill requirements, physical effort, and work environment. A key design objective is to identify market-based salary levels; this was done by finding market values for a number of “benchmark jobs” and then filling in the rest of the salaries through the relative job values in the position classification.

A standard annual increase indexed to recent increases in the consumer price index is provided, and is used also to define the high end of each position’s salary range.

3.2 Allowances

As the basic salaries have been designed to compensate for education, experience, etc., the AWC allowances make up a much smaller percentage of AWC wage costs than is presently the case in WAJ Aqaba. The following types of allowance are proposed:

- On-call allowance
- Overtime allowance
- An “incentive allowance” to motivate certain labor categories to accept work locations in rural areas of the governorate
- A disagreeable work allowance for Wastewater staff
- Housing allowances for Professional staff domiciled outside Aqaba Governorate and for Professional and Skilled staff working in rural areas in which they are not domiciled

3.3 Performance-Based Pay

It is suggested that in the initial years of AWC existence, bonuses be allocated fairly extensively throughout the units of the organization based on unit contribution to a small number of key organization-wide business plan objectives. Distribution within units would be based on policies developed within each unit.

The report recommends that the target size of the total bonus pool be equivalent to one month’s salaries. The size of the pool in a given year would be calibrated to company profitability: the one month salary level would apply in years in which the company achieves its profitability targets; the Board would decide on the size of the pool when the company exceeds or falls short of target.

Two options for sourcing the bonus pool are presented and costed. The first option, preferred by TAPS, would source the bonus pool from company profits before taxes. The second option would fund the bonus pool out of the personnel budget; this approach entails additional operating expense while the first does not.

3.4 Benefits

In keeping with standard utility company practice in Jordan, AWC will offer several non-wage personnel benefits:

- Social insurance
- Life insurance
- Health insurance
- Company provident fund or “savings fund”, which would provide zero-interest loans to qualifying employees and also make short-term investments for annual gains distribution

The benefits programs are sourced by various combinations of company contribution and payroll deduction.

SECTION IV

SALARIES

Salaries comprise the basic element of a compensation system. Employers and employees look first at basic salaries in other organizations in making recruitment or job selection choices. Moreover, salaries are typically the basis upon which other types of compensation such as annual increases, allowances, etc are calculated.

The two principles which should govern salary structure are *external parity* and *internal equity*. “External parity” is found when the salary an organization offers for a position is close to that offered by comparable organizations in comparable locations for comparable positions. “Internal equity” relates to the relative values given to jobs *within* an organization. Internal equity is found when employees believe that salary differentials between positions reflect real differences in the difficulty or importance of the jobs.

External parity is determined by comparisons with comparable organizations or by experience with actual labor market conditions from recruitment efforts. Internal equity is achieved through a formal job evaluation study. Since it is unusual for comparator organizations to have identical job titles, position requirements, and position qualifications, external parity studies usually hinge their comparisons upon a few well-understood positions, using the job evaluation exercise to fill in the rest of the salary structure.

The aim of this section is to provide an AWC salary structure which satisfies the conditions of external parity and internal equity. External parity is addressed through analysis of published ASEZ wage costs and the EDCO salary structure¹, and most importantly, through insights from recent WAJ Aqaba hiring experience. Internal equity was addressed through a TAPS AWC job evaluation using the factor comparison method (A review of job evaluation techniques is provided in Annex B).

The salary structure presented in the section must be understood as a benchmark salary structure. It presents salary levels for a staff organized and composed in accordance with the TAPS *AWC Organization and Staffing Plan* (3rd edition); moreover, the three-year costing exercise presented in Section 9 below assumes that all AWC personnel begin with the basic qualifications set out for their positions in the TAPS *AWC Job Descriptions* (2nd edition). In other words, the salary structure and associated costing represent an situation in which AWC is ideally staffed and in which each position holder has precisely the required educational and experience qualifications. It should be a goal of AWC in general and of the AWC Human Resources Section in particular to continuously bring the actual staffing and salary structures into better alignment with the benchmark structures. Strategies for bringing the staffing structure into alignment were presented in the *Organization and Staffing Plan*. Subsequent to GOJ review of the present report, TAPS will provide assistance in “calibrating” the benchmark salary structure to current WAJ Aqaba salaries.

4.1 Job Evaluation

Job evaluation aims to establish the relative values of positions within an organization. The approach adopted by TAPS is a factor comparison approach, using four main factors:

¹ For reasons noted in Section 2.3.1, above, TAPS was unable to obtain the JEPSCO salary scale.

- Responsibility
- Knowledge/skills requirements
- Level of physical effort
- Working environment.

The indicators used to evaluate jobs in relation to the factors are shown in Table 4.1. Annex C presents selected indicator values for all 88 AWC job titles.

Table 4.1 Job Evaluation Factors

Factors	Indicators
Responsibility	<ul style="list-style-type: none"> • No. of persons supervised • Degree of supervision received • Diversity of functions supervised • Budget under control • Handling cash • Interaction with public or authorities
Knowledge/Skill	<ul style="list-style-type: none"> • Yrs education required • Yrs experience required • Extent of specialization • Management skills • Technical skills • Computer skills
Physical Effort	<ul style="list-style-type: none"> • Confined space entry • Heavy lifting, shoveling, etc • Prolonged immobility or visual concentration
Working Environment	<ul style="list-style-type: none"> • Field>plant>office

Responsibility and knowledge/skill factors have been weighted more heavily than physical effort or working environment.

After each job was evaluated, the jobs were grouped into four principal job families (A, B-C, D, and E) distinguished by broad levels responsibility and educational requirement. More refined analysis produced a total of nine main grades and 25 sub-grades in the recommended AWC position classification system.

A position classification system organizes job titles into a matrix of occupational groups and job grades. Occupational groups are sets of positions which are engaged in a broadly similar type of work, e.g., operators, craftsmen, or clerks, with similar educational qualifications. Job grades cut across occupational groups to differentiate jobs within a group according to knowledge/skill requirements or level of responsibility. Typically, there is opportunity for career progression between the job grades in an occupational group, since experience can often substitute for the educational requirements of the higher graded job. In some cases, training may make it possible for an individual to progress through major classes, e.g., from the Skilled class to the Professional class. An outline of the structure of the proposed position classification is shown in Table 4.2.

Table 4.2 AWC Position Classification

Family	Grade	Group
PROFESSIONAL	A1	Top Management
	A2	Supervisor I or Specialist I
	A3	Supervisor II or Specialist II
SKILLED	B1	Operator I, Technician I, Craftsman I
	C1	Clerical I
	B2	Operator II, Technician II, Craftsman II
	C2	Clerical II
SEMI-SKILLED	D	Semi-Skilled
UNSKILLED	E	Unskilled

Annex D provides the position class of each AWC job title.

Professionals

The Professional class includes Top Management, Supervisors, and Specialists.

Top management includes the GM, Technical Manager/DGM, Customer Service Manager, and Finance and Administration Manager.

Supervisors include the Heads of the Water, Wastewater, and Quwayra departments, all section heads, and the heads of the Engineering and Water Quality Offices. All managers and supervisors are budget holders.

Specialists are knowledge workers with a high degree of educational specialization and strong information management skills. Specialists also do much of the policy, procedural, and systems drafting. Most of the Specialists are in the Finance and Administration, Water Quality, and Engineering Departments.

All Professionals must have university educations and basic computer skills; most Specialists need strong computer skills.

Although the difference between Specialist and Supervisor work is meaningful, in practice some unit heads also require Specialist qualifications. Where a specialist is also a unit head, the “Supervisor” title has been used, but the Specialist classification is retained for recruitment purposes. The combination of specialist and supervisory qualifications is considered in the position’s salary determination.

Skilled

The skilled job family has two occupational groups—Technical and Clerical—each layered in two grades, I and II. The Technical group has three sub-groups: Operator, Technician, and Craftsmen. Skilled positions in Grade I usually call for Diploma credentials and often require ability to operate computer systems; a few positions require a bachelor’s degree. Skilled I positions in both the Technical and Clerical groups are important positions in their departments, e.g. Wastewater System Operator and Payments & Payroll Clerk.

There are opportunities for progression in grade from the B2 level upward, as training and experience in a motivated employee may compensate for formal education. There are also opportunities for progress from Skilled I to Supervisor grade. Progress from Skilled II to Skilled I is some times constrained by the educational requirements of Skilled I positions (other than in the Craftsmen positions), so upgrades here will require close screening of staff for candidates for extensive training.

Semi-Skilled and Unskilled

These grades are hardly differentiated by WAJ Officials or the civil service position classification, where they are lumped together as a “Support Services” class. Nevertheless, there is a distinction to be made between positions such as Meter Reader or Heavy Equipment Operator in which experience contributes to productivity, and lesser positions such as Driver or Laborer in which productivity gains from experience are limited. Moreover, literacy is essential for most Semi-Skilled positions.

Within these two grades, salary differentials are based on working conditions (such as field vs. office environment) and physical effort (such as heavy lifting or the physical immobility entailed by intense visual concentration on computer screens, gauges, etc).

It should be noted that the proposed AWC position classification differs from the EDCO classification in some respects. The AWC classification has fewer main grades but generally higher qualifications for Professional and Technical positions, but more formal grades and higher educational qualifications for Clerical positions, which the EDCO classification treats in very summary fashion.

4.2 External Parity

Establishing market wage levels for the positions is difficult. TAPS’ impression is that position classification is not well developed in Jordanian companies, with positions defined in very general terms such as “Accountant”, “Clerk”, or “Technician”, often without job descriptions, and with grades distinguished only on the basis of years of experience, as per the discussion of the civil service grading scheme in Section 2.1. It is often impossible to know to what extent the responsibilities and knowledge/skill requirements of an EDCO “Accountant” are comparable to those of AWC “accountant” jobs without field investigations of the work responsibilities of a number of EDCO accountant positions.

Another difficulty is that there are not many comparator organizations for AWC. TAPS was not able to obtain LEMA’s position classification, and in any case it appears that LEMA’s salary structure is complicated by different treatments of original WAJ Amman Employees vs. direct LEMA hires, continued use of “temporary” labor categories, etc. A final difficulty is that the EDCO scale dates from 1997; recent WAJ hiring experience indicates that the EDCO scale is outdated. In view of the difficulties in comparison, TAPS has used the various sources of date as reference points rather than benchmarks. These sources include:

- EDCO salary scale
- ASEZ wage costs
- WAJ Aqaba payroll and recent hires

The EDCO scale is shown in Table 2.5. We believe this scale is flawed. EDCO Officials themselves acknowledge that the scales for the Clerical and Support grades are virtually the same,

even though the Clerical positions required GSC qualifications, and that the scales for the Professional 5 (B5) and three of the four Technical grades (C2-C4) are also virtually the same as the Support Services scale.

The EDCO scale also appears to be outdated. WAJ recently hired a GIS Specialist and a Database Administrator. Although both appointees were recent university graduates, they were hired at starting salaries of JD550-600, closer to the middle range of the highest EDCO Professional grade (B1) than to entry levels of lower Professional groups. Indeed, the WAJ experience in these two hirings - both contract appointments relatively free of civil service salary scale restrictions - provide the best salary benchmarking data available for AWC.

Also used as a reference point were the ranges published in the ASEZ Business Guide for various labor categories in the zone:

Table 4.3 ASEZ Average Wages

Type of Employee	JD/mo
Middle manager	426-568
Administrative	320-355
Skilled and Technical	284-426
Semi-Skilled	178-199
Unskilled	99-128

Source: www.aqabazone.com

The proposed benchmark salary ranges for AWC position classes are shown in Table 4.4; Annex D shows the entry-level salary for each of the 88 AWC job titles. The recent WAJ specialist hirings have been used to set an entry-level salary for the Professional I class. The ranges for other grades were closely checked against the current pay levels of WAJ Aqaba personnel whose current responsibilities closely match those in a relevant AWC job description. It is worth noting that at a TAPS meeting with WAJ Officials in Aqaba on 23 September 2003, a close convergence was found between the proposed TAPS entry-level salaries and the estimates of the officials when asked to posit the market wage for approximately 10 proposed AWC positions from several classes. Furthermore, TAPS and the WAJ Officials interviewed believe that qualified candidates for AWC positions in the Skilled I grade (classes B1 and C1) are available in the local labor market, but can only be attracted at the salary levels set out in the TAPS proposal. And recent WAJ experience itself has set the benchmark wage levels needed to attract Professionals from outside Aqaba as necessary.

Position Class	Code	Class Range	Position Ranges	
			Low	High
Top Management	A1	750-3585	3,000	3,585
			1,200	1,434
			1,000	1,195
			750	896
Professional I	A2	450-717	600	717
			575	687
			550	657
			500	598
			450	538
Professional II	A3	350-478	400	478
			375	448
			350	418
Technical I	B1	300-418	350	418
			325	388
			300	359
Clerical I	C1	300-388	325	388
			300	359
Technical II	B2	250-329	275	329
			250	299
Clerical II	C2	250-329	275	329
			250	299
Semi-Skilled	D	175-269	225	269
			200	239
			175	209
Unskilled	E	150-179	150	179

The salary levels for AWC Top Management (4 positions) were developed in relative independence from the job evaluation study and are based on TAPS estimates. The salary level for the General Manager presupposes that the position will be filled by an expatriate or a Jordanian with international experience in utility company management; this specification is offered without prejudice to GOJ determinations regarding the qualifications needed in an Acting General Manager to oversee AWC start-up and WAJ Aqaba-AWC reorganization. It is expected that some part of top management salaries would be dependent upon company achievement of annual business plan targets.

4.3 Annual Increases

In the TAPS model, annual increases serve two purposes: they serve as a cost-of-living adjustment and as recognition of increase in the employee's level of experience.

Data from the Ministry of Planning indicate that increases in the consumer price index (CPI) have reached two percent in recent years. In developing the salary ranges for each AWC grade, we have applied a two percent annual increase on the basic salary for each position.

Increases are capped at ten years; subsequent annual increases would be dependent on promotion to a higher grade (The civil service pay scale also sets years-in-grade maxima for annual increases, although in the civil service promotion appears to be automatic). The function of these ceilings is to reduce anomalies in compensation which emerge when grade ceilings are not set; without such ceilings, seniority-based increases eventually undermine the entire salary structure, as has occurred in WAJ Aqaba, where some drivers may be paid nearly twice as much as computer operators and where there is hardly any difference in the pay ranges from the Professional II grade (A3) downwards, as illustrated in Table 4.5. Such anomalies can lead to employee feelings of injustice and lack of recognition, factors which are nearly as important in organizational culture as salary itself. They also lead to excessive levels of pay for unskilled and semi-skilled personnel.

Table 4.5 WAJ Aqaba Monthly Pay Ranges, by AWC Job Grade

Family	Grade	Group	Low	High
PROFESSIONAL	A1	Top Management	362	658
	A2	Supervisor I or Specialist I	524	1,050
	A3	Supervisor II or Specialist II	260	367
SKILLED	B1	Operator I, Technician I, Craftsman I	158	397
	C1	Clerical I	185	322
	B2	Operator II, Technician II, Craftsman II	206	342
	C2	Clerical II	186	276
SEMI-SKILLED	D	Semi-Skilled	172	331
UNSKILLED	E	Unskilled	153	208

Annex E provides the average salaries and salary ranges for all named WAJ Aqaba positions, classified according to assumed AWC equivalents. The pay figures shown are inclusive of all the increases and allowances mentioned in Section 2.

SECTION V

ALLOWANCES

Section 2.1 reviewed the structure of civil service allowances (*'ilawat and badalat*) in Jordan and concluded that the major allowances are predominantly means of compensating for low basic salary levels in the civil service salary scale. The AWC salary structure discussed in the preceding section eliminates the need for most of these salary supplements in favor of more transparent and streamlined market-based salaries based on detailed job descriptions and organization-wide job evaluation. The types of allowances recommended for AWC are functionally closer to incentives than allowances. They provide incentives for employees to work at otherwise inconvenient times or places.

5.1 On-Call and Overtime Allowances

Certain positions are required to be on-call. The on-call allowance is 5 percent of basic salary and applies on any given day to 25 percent of 132 employees in the Water and Wastewater Departments in 2004 (and 139 employees from 2005 on) and to shift managers (Shift supervision rotates among four positions: the Technical Manager/DGM, Water Department Manager, Wastewater Department Manager, and Maintenance Supervisor).

The second allowance related to time of work is the overtime allowance. The standard AWC work week is expected to be 42.5 hours (8½ hours per day, to allow for shift handovers). Overtime pay will be calculated from timesheets, i.e., based on actual hours of overtime worked. Following best US water utility practice, it is assumed that overtime will be capped at 10 percent of regular working hours. A multiplier of 125 percent is applied to overtime hours (WAJ Aqaba officials report that it is unnecessary to use the 150 percent multiplier for weekends and public holidays because the utility uses a seven-day shift rotation).

5.2 Work Location Allowances

These allowances are meant to “entice” certain types of employee to work in areas distant from their primary places of residence. They apply to two situations:

- Employees of Professional grade who are recruited from outside Aqaba Governorate.
- Employees of Professional or Skilled Technical grade who relocate to workplaces in the rural areas of the Governorate, including Quwayra, Wadi Araba, and the Disi Wellfields.

Professionals recruited from outside Aqaba Governorate are entitled to a housing allowance.

Professionals and Skilled personnel located in rural areas are entitled to a rural location allowance (125 percent multiple of basic salary) and to a rural housing allowance.

5.3 Disagreeable Work Allowance

Following WAJ Aqaba custom, a lump-sum allowance of JD30 per month will be paid to all employees in the Wastewater Department.

SECTION VI

PERFORMANCE BASED PAY

WAJ officials and TAPS advisors view performance-based pay (PBP) as an important component of the AWC compensation package.

6.1 Performance-Based Pay Schemes in Jordan

This section reviews the basic features of the PBP schemes used in WAJ Aqaba, EDCO, and ASEZA with a view to designing an organization-wide scheme for AWC. In each case, the review considers the three principal PBP design variables, namely:

- Mode of distribution among employees
- Mode of determination of the size of the bonus pool
- The financial basis of source of the bonus

WAJ Aqaba does not have an organization-wide PBP scheme. Performance incentives are paid to meter readers/collectors and to illegal use detection crew members. Incentives are given to meter readers/collectors who exceed targets for number of meters read. The meter reader bonus pool is determined as a percentage of collections. Illegal use detection team members receive an incentive payment of JD10 per case detected up to a maximum of JD 150 per month. These payments are “recovered” through the revenue from the assessed value of illegal consumption, which is charged to the illegal user.

ASEZA has an organization-wide scheme. The annual bonus pool is set by the Board as a percentage of projected revenues not to exceed 5 percent of the actual revenues/ Distribution is based on an employee’s annual performance evaluation. There are four performance ratings (excellent, good, satisfactory, and poor); the Board sets organization-wide targets for the percentage ranges around the 5 percent average and the percentage of personnel to be allocated to each rating level.

EDCO has a company-wide scheme based on employee performance evaluation, but the scheme differs from ASEZA’s in some respects. Five percent is the maximum bonus, implying that the company-wide bonus level averages 3 percent. A more important difference is that the bonus pool is sourced from the budget. i.e., 3 percent of basic salaries are allocated *in the personnel budget* for the bonus pool regardless of revenues or profits. It should be noted that the annual performance award in EDCO serves as the employee’s annual increase, i.e., the effect of the award is cumulative throughout the employee’s history with the company.

Table 6.1 summarizes the key features of the three systems.

Table 6.1 Current PBP Schemes in Jordan

	Organization-wide or Job-specific scheme?	Bonus Source	Basis of Distribution
WAJ Aqaba	Job-specific	Revenues	Performance targets
ASEZA	Organization-wide	Revenues	Supervisor's evaluation
EDCO	Organization-wide	Budget	Supervisor's evaluation

6.2 Mode of Distribution

Two of the schemes are organization-wide. While it is possible in theory to develop a Company-wide scheme which uses job-or unit-specific performance targets instead of supervisory rankings (i.e., performance evaluation), the vast majority of organizations which use PBP schemes use performance evaluation as the basis for bonus distribution among employees. The reason is that the development of job-or unit-based performance targets throughout an organization is extremely difficult. There are difficulties in developing the measurement indicators and difficulties in setting the targets. Difficulties in developing indicators are several first, some types of work, such as jobs in Finance and Administration, may not readily quantifiable outputs. A second and much more pervasive difficulty is that it is a rare job or unit in an organization in which performance is attributable the jobholder or unit in isolation from the work of other individuals or units. Efforts to establish quantitative measures at the job or unit level court the danger that the organization will target the measurable rather than the significant.

The TAPS AWC Staffing Plan has 88 job titles. Fifty-seven of the jobs have only one incumbent. Only 22 jobs have more than two incumbents, often in different departments, so the scope for job-specific comparative evaluation is limited the high percentage of single-incumbent positions indicates the degree of specialization in the planned organization. Since the corollary of specifications is integrations, job-specific indicators would be limited significance. Interdependence exists between units as well, for example, UFW (unaccounted-for water) reduction levels will depend on the efforts of the Customer Service Department, Water Department, Quwayra Department, and Engineering Office as well as the effectiveness of the Finance and Administration Department in budgeting, purchasing, inventory management, and human resource development.

Assuming that an organization has managed to construct an acceptable and meaningful range of job-related performance indicators, a second set of difficulties emerges around target setting. Each individual or unit is naturally inclined to represent its work to its supervisor or unit head as more difficult than might be the case; this leads to an organization-wide syndrome of soft targets. Middle managers have an incentive to collude in such arrangements, since their units are competing with other units for bonus share. Top managers have less incentive to collude, but they are weakened in negotiation by the superior knowledge of subordinates regarding actual job conditions.

But PBP distribution based on performance evaluation, found in EDCO and ASEZA, also has shortcomings. The principal shortcoming is the influence of social factors on evaluation in the one-on-one setting. Supervisors may be influenced to give highly assertive or verbally aggressive individuals higher ratings than they deserve. In other cases, supervisors may be influenced by their knowledge of an employee's personal circumstances, e.g., by the knowledge that the employee is about to encounter household expenses associated with the marriage or birth of

children. In fact, in any organization in which unit staffing is stable, there is a tendency for all performance evaluation ratings to regress to the mean, because it is in the supervisor's interest to avoid creating the lingering resentment which can arise where an employee is given a less than satisfactory evaluation. It is expected that the TAPS AWC Personnel Policies will charge performance evaluation with an important function in AWC human resources development as a tool for career planning and training needs assessment. It should not however be the primary mechanism for PBP distribution.

The AWC PBP distribution system recommended by TAPS differs from all three types of schemes reviewed above. In view of the small size of the organization and the interdependency of the various units in achieving key business plan objectives, we recommend a Company-wide distribution. The Board, on the recommendation of the General Manager, may decide to allocate a larger than average share of the bonus pool each year to two or three units which have made an exceptional contribution to achieving business plan objectives.

At the unit level, the recommended approach is for the unit supervisor to assemble the unit to collectively develop a policy for how the unit's share of the bonus should be distributed among the staff. This approach respects the differences in work organization between diverse types of business unit (e.g. Engineering vs. Billing). The approach is more likely to recognize performance interdependencies and exceptional individuals than an approach based on job performance indicators. It also provides an opportunity for the work unit to evaluate its work methods and organization and to identify ways in which Company-wide business processes can be improved. Moreover, the group context of policy setting relieves the unit supervisor of the types of one-on-one pressure noted above as a drawback of performance evaluation based approaches to PBP distribution. The unit's bonus distribution policy statement would be reviewed by the Human Resources Supervisor to assure that the policy is focused on performance.

6.3 Source and Size of the Bonus Pool

WAJ Aqaba and ASEZA "fund" their bonus payments from revenues. As noted above, the WAJ Aqaba bonus system only targets certain positions and work groups for bonuses, and so is of little relevance to organization-wide PBP system design.

TAPS view is that revenue as such is not a wise basis for PBP funding because revenue can increase even while profits decline. Moreover, in a regulated industry, revenue levels will be greatly influenced by tariff increases which have no basis in productivity. Profit, rather than revenue, is a better measure of productivity.

The EDCO approach is related neither to revenue nor profit; in the EDCO approach, the bonus pool is calculated as part of the personnel budget, and it does not appear that the size of the pool varies with previous year performance levels. This approach can be criticized for "routinizing" the performance incentive and so simply being a supplemental salary item. It is perhaps better understood as a mechanism for making a part of pay dependent on performance. Its effectiveness in this regard may be questioned since the average bonus is only 3 percent of basic salary, with a maximum of 5 percent. But it is necessary to understand the EDCO bonus in its full context. The EDCO bonus serves also as the employee's annual increase; hence its effect on salary is cumulative. This is an interesting approach, and we must assume that it is effective in *retaining* highly motivated individuals. But it also poses inflationary risks to a public utility unless the tariff-setting framework has been designed to accommodate a system which over time will retain the highest paid personnel in all job classes.

Ultimately, there are three basic approaches to PBP sourcing:

The labor budget. This is the approach adopted by EDCO. While distribution is variable, the PBP pool as a whole is a salary supplement and therefore an operating expense for the company.

Profit sharing. The PBP pool is some percent of company profit and so not an operating expense. Profit-sharing has the great advantage that bonuses are actually linked to company financial performance and so provides incentives for both revenue generation and cost control without adding to operating expenses.

Outperformance gain sharing. This is similar to profit sharing except that the bonus pool is derived from profits which exceed the company's forecast. The performance incentive for the employees is very clear in this approach, and profit expectations of the owners are fully met. However, the proposition of the "excess" profits which go to the bonus pool should be higher than the proportion that would be set under the profit-sharing approach, since out performance gains are by definition harder to achieve, *provided* that the approach has not led to softening of profitability targets by managers.

A perfect PBP system - one which allocates meaningful bonuses to employees in direct proportion to their contributions to company productivity in a manner which is transparent and keeps administrative costs to a reasonable level - does not exist. Our objective is to recommend an approach which is both feasible and relevant to AWC's initial needs and capacities; the approach may be revised as the company builds up its administrative systems, implements the organization and staffing plan, and develops its business plan.

The outperformance gains sharing approach is the best approach in theoretical terms, but is not advisable for the 2004-2006 term. For the reasons just noted, these three years will be years of transition and organization development, so financial forecasting will contain a high degree of estimation, with a likelihood that financial results in any given year either fall short of owner expectations or show "windfall" profits. In this situation of uncertainty, it is advisable to detach financial target setting from bonus considerations.

TAPS believes that the profit-sharing approach is the best approach for AWC at the current time. In order to provide a meaningful incentive (and to "substitute" for the 13th month payments common in other Jordanian public utilities), we would recommend that the target annual PBP level aim to provide the equivalent of one month's salary. As one month's salary is 8.3 percent of annual salary and as estimated basic salaries range from JD 774,900 in 2004 to JD 871,690 in 2006, the target PBP pool would range from JD 64,575 to JD 72,641. The precise amount could be adjusted downward or upward depending on the size of profits and the Board's assessment of the extent to which productivity has contributed to profitability in a given year.

Senior WAJ Officials have expressed a preference for an approach in which the PBP pool is incorporated within the labor budget, even though this approach increases company operating expense and implies that PBP is awarded regardless of profitability (In theory, the size of the pool could be indexed to profitability or productivity measures, but it is likely that in practice employees will come to expect the bonus as a given part of the compensation package). As noted in the discussion of EDCO above, this approach does have the advantage of making PBP a part of the worker's basic pay (albeit regardless of company performance). In order to make the PBP

component influential, we have assumed that the average bonus rate will be equivalent to a 13th month.

Section 8 below shows the cost implications of the two different sourcing approaches. TAPS strongly advises MWI/WAJ to resist the temptation to make the PBP operating expense under a labor-budget based PBP option more “affordable” by reducing basic salary levels.

SECTION VII

BENEFITS

At present, WAJ Aqaba Employees receive social insurance benefits and participate in the civil service medical insurance program. Ten WAJ Aqaba Employees are enrolled in the pension scheme provided in the Civil Service Retirement Law; it is expected that these Employees will be cashed out of the scheme when they move to AWC employment.

This section sets out the benefit adaptations and additions needed to construct an AWC benefits package comparable to those provided by other companies in Jordan.

7.1 Social Insurance

The Jordanian Social Security system provides retirement and disability insurance. The Company contributes 10 percent of basic salaries, the national social insurance fund contributes 1 percent, and a 5 percent payroll deduction constitutes the employee's contribution. The company needs to set up an account with the Social Security Administration and transfer the current WAJ Aqaba Employees to this account, as well as setting up accounts for AWC Employees who were enrolled formerly in the civil service pension scheme.

7.2 Life Insurance

Not provided to civil service employees, life insurance is provided by most private companies in the AWC labor market.

Rates appear to be universally 1 percent of basic salary, and are conventionally paid by company contribution.

7.3 Health Insurance

There are three basic options for AWC health insurance:

- Continuation of civil service coverage
- Group insurance through a private company
- Company-managed scheme

Continuation of civil service coverage is improbable. There are few MOH providers in Aqaba, and WAJ discussions with the MOH have indicated that MOH is reluctant to provide coverage for a nongovernmental entity. One possible exception to this rule concerns approximately 36 WAJ Aqaba Employees who were appointed under King Hussein's Bedouin sedentarization policy (see Annex A in the TAPS AWC *Organization and Staffing Plan*, 3rd edition).

The second option is group insurance through a private provider. TAPS advisors received reports from EDCO of employee dissatisfaction with private providers (see Section 2.2.6 above). TAPS is assisting WAJ to obtain plan policies and prices from four companies, material received from two companies (summarized in Table 7.1) indicate that they have a reasonable number and variety of providers located in Aqaba.

Table 7.1 Comparison of Private Group Medical Insurance Plans

	al-Nisr al-Arabi	Arab Orient	Jordan Insurance	Arab Life & Accident
Service Providers Located in Aqaba				
General practitioners	1		2	
"Family medicine"			2	
Obstetric/gynecological	3		5	
Pediatric	2		2	
Internal medicine			2	
Ophthalmologist (eye)			2	
Ear/nose/throat	1		2	
Dermatologist (skin)			1	
General surgery			3	
Neurosurgery				
Bone surgery				
Orthopedic surgery			2	
Dentist			1	
Oral surgery	2			
Labs	1		2	
X-ray centers	1		0	
Hospitals	2		2	
Pharmacies	?		?	
Benefit Ceilings (max total annual benefit per person)				
1st class	30,000		75,000	
2nd class	25,000		50,000	
Benefit Ceiling for Single Inpatient Case Claim				
1st class	10,000		7,500	
2nd class	7,500		5,000	
Benefit Ceiling for Single Outpatient Case Claim				
1st class	800		1,000	
2nd class	550		250	
Annual Premium for male of 18-65 yrs (In- and out-patient coverage)				
1st class	154		160	
2nd class	141		150	
Annual Premium for male of 18-65 yrs (inpatient coverage only)				
1st class	NS		115	
2nd class	NS		110	
Outpatient co-payment (not required for consultations)				
	20%		20%	

The third option is a company-managed program. This approach is currently adopted by both EDCO and JEPCO, whose plan administrators claim that it provides levels of coverage similar or better than those offered by private group plans at half the cost. WAJ is partial to this option. A Benefits Clerk position has been included in the TAPS *Organization and Staffing Plan* and *Job Description* reports, but it is recommended that AWC engage a professional medical benefits consultant to initially establish the provider network and plan regulations.

7.4 Savings Fund

Saving funds (or provident funds) are extremely popular in Jordan; they are found in EDCO and JEPCO and they were the first type of benefit WAJ Aqaba Employees asked to be included in the AWC package. These funds combine features of a US 401K program and a credit union. The fund is sourced by company contributions and payroll deductions. One part of the fund capital is used to provide zero-interest loans to employees; the other part is used for short-term financial investments. Investment choices are made by a committee of employees, and investment proceeds are distributed annually. At the end of service, the employee receives his/her “principal” (total of deductions and company contributions).

The loan component of the AWC fund would be administered by the Payments & Payroll Clerk(s).

SECTION VIII

COSTS

Tables 8.1 and 8.2 present the costs of the compensation and benefits package for each of the years 2004, 2005, and 2006. The tables differ only with respect to the source of the performance bonus: in Table 8.1, the bonus is assumed to be taken from profits and hence does not appear as a budgeted cost at all; in Table 8.2, the bonus is treated as a budgeted (through potentially variable) annual personnel cost.

The tables assume staffing levels recommended in the AWC *Organization and Staffing Plan* (3rd edition), with 256 persons in 2004 and 272 in the subsequent years.

Comparison of these costs to current WAJ Aqaba personnel costs is subject to several qualifications:

- The total April 2003 WAJ Aqaba payroll figures of Table 2.1 (above) cover only 251 employees, WAJ Aqaba has 261 employees.
- The WAJ Aqaba payroll figures do not include the Aqaba personnel costs currently borne by WAJ HQ as part of the latter's operational and management services to WAJ Aqaba.
- AWC staffing from 2004 on includes a full complement of engineering, financial, and administrative personnel, staffing from 2005 on includes expanded wastewater system O&M and quality control staffing (This is without prejudice regarding future Board decisions regarding possible outsourcing of wastewater treatment services).
- The April 2003 WAJ Aqaba payroll data are inclusive of most allowances, or WAJ contributions to social and health insurance programs.

The most appropriate and available measure of comparison between AWC and WAJ Aqaba compensation levels is average salary. Average monthly gross WAJ Aqaba pay (inclusive of the standard civil service allowances, which as we have seen are really part of the basic salary) in April 2003 was JD201; the average AWC basic salary in 2004 is JD252. Even this comparison must be considered with caution, because of the higher educational profile and skill level of the AWC labor force.

Table 8.1 AWC Compensation and Benefit Plan Costs (Profit-Sharing Performance Bonus Option*)					
	Unit	Rate	2004	2005	2006
No. of employees			256	272	272
Wage Costs					
Basic Salaries	JD/yr		774,900	854,598	871,690
Annual Increase	%	2.0%			
Overtime	%	12.5%	96,863	106,825	108,961
On-call allowance:	%	5.0%	4,136	4,556	4,647
Rural location incentive	%	25.0%	9,000	9,180	9,364
Wastewater work incentive	JD/mo	30	12,240	15,840	15,840
Rural housing allowance	JD/mo	50	6,000	6,000	6,000
Aqaba housing allowance (Top Management)	JD/mo	500	18,000	18,000	18,000
Aqaba housing allowance (Other Professionals)	JD/mo	200	16,800	24,000	24,000
<i>Subtotal, Wage costs</i>			<i>937,939</i>	<i>1,038,998</i>	<i>1,058,502</i>
Benefits (Company contribution)					
Social Insurance	% of Basic salaries	10%	77,490	85,460	87,169
Medical Insurance	% of Basic salaries	8%	61,992	68,368	69,735
Life insurance	% of Basic salaries	1%	7,749	8,546	8,717
Savings Fund	% of Basic salaries	5%	38,745	42,730	43,584
<i>Subtotal, Benefits</i>			<i>185,976</i>	<i>205,104</i>	<i>209,206</i>
Total Labor Costs			1,123,915	1,244,102	1,267,707
<i>Total labor cost / basic salaries</i>			<i>1.45</i>	<i>1.46</i>	<i>1.45</i>
<i>Average annual labor cost per employee</i>			<i>4,390</i>	<i>4,574</i>	<i>4,661</i>
<i>Average annual wage cost per employee</i>			<i>3,664</i>	<i>3,820</i>	<i>3,892</i>
<i>Average monthly wage cost per employee</i>			<i>305</i>	<i>318</i>	<i>324</i>
<i>Average monthly salary per employee</i>			<i>252</i>	<i>262</i>	<i>267</i>
<i>Avg monthly AWC salary/Avg WAJ Aqaba gross</i>	JD/mo	201			
*: Costs do not include performance bonuses, which will be funded from profits.					

Table 8.2 AWC Compensation and Benefit Plan Costs (Budgeted Performance Bonus Option)					
	Unit	Rate	2004	2005	2006
No. of employees			256	272	272
Wage Costs					
Basic Salaries	JD/yr		774,900	854,598	871,690
Annual Increase	%	2.0%			
Budgeted Performance Bonus	%	8.3%	64,575	71,216	72,641
Overtime	%	12.5%	96,863	106,825	108,961
On-call allowance:	%	5.0%	4,136	4,556	4,647
Rural location incentive	%	25.0%	9,000	9,180	9,364
Wastewater work incentive	JD/mo	30	12,240	15,840	15,840
Rural housing allowance	JD/mo	50	6,000	6,000	6,000
Aqaba housing allowance (Top Management)	JD/mo	500	18,000	18,000	18,000
Aqaba housing allowance (Other Professionals)	JD/mo	200	16,800	24,000	24,000
<i>Subtotal, Wage costs</i>			<i>1,002,514</i>	<i>1,110,215</i>	<i>1,131,142</i>
Benefits (Company contribution)					
Social Insurance	% of Basic salaries	10%	77,490	85,460	87,169
Medical Insurance	% of Basic salaries	8%	61,992	68,368	69,735
Life insurance	% of Basic salaries	1%	7,749	8,546	8,717
Savings Fund	% of Basic salaries	5%	38,745	42,730	43,584
<i>Subtotal, Benefits</i>			<i>185,976</i>	<i>205,104</i>	<i>209,206</i>
Total Labor Costs			1,188,490	1,315,318	1,340,348
<i>Total labor cost / basic salaries</i>			<i>1.54</i>	<i>1.54</i>	<i>1.54</i>
<i>Average annual labor cost per employee</i>			<i>4,643</i>	<i>4,836</i>	<i>4,928</i>
<i>Average annual wage per employee</i>			<i>3,916</i>	<i>4,082</i>	<i>4,159</i>
<i>Average monthly wage cost per employee</i>			<i>326</i>	<i>340</i>	<i>347</i>
<i>Average monthly salary</i>			<i>252</i>	<i>262</i>	<i>267</i>

Notes to Tables 8.1 and 8.2

No. of employees:

Figures assume that AWC is staffed according to the third edition of TAPS AWC Staffing Plan

Wage Cost Notes:

- **Basic salary:** Entry-level salary for an employee who possesses the precise qualifications set out in the job title of the position, compounded for annual increases starting in 2005.

- **Annual increase:** 2 percent applied to basic salaries of all staff on payroll during the previous year.
- **Overtime:** Factor of 1.25 applied to basic salary, assuming a Company-wide overtime-hours cap of 10 percent.
- **On-call allowance:** Factor of 1.05 applied to 25 percent of basic salaries of O&M personnel. Applies to 132 personnel in 2004 and 139 personnel from 2005 on. Costing assumes that 25 percent of these employees are on-call on any day.
- **Rural Location Incentive:** Factor of 1.25 applied to basic salaries of employees of Professional (A) and Technical (B) grade whose workplace is in Quwayra district or Disi Wellfield.
- **Wastewater work incentive:** Flat sum of JD30/month applied to all employees in Wastewater Department.
- **Rural Housing Allowance:** JD 50 per month for employees of the Professional (A), Technical (B), and Clerical (C) job classes whose workplaces are in Quwayra district or Disi Wellfield.
- **Aqaba Housing Allowance (Top Management):** Housing allowances for Top Managers domiciled outside Aqaba (GM, DGM, Fin/Admin Mgr).
- **Aqaba Housing Allowance (Other Professionals):** Housing allowances for Professionals of A2 or A3 class domiciled outside Aqaba. Assumed to apply to 8 employees in 2004 and 10 employees from 2005 on.

Benefit Cost Notes:

- **Social Insurance:** Company contribution equivalent to 10 percent of basic salaries. Five percent payroll deduction. Also 1 percent contribution from National Social Insurance Fund.
- **Medical Insurance:** Company contribution equivalent to 8 percent of basic salaries. Four percent payroll deduction
- **Life insurance:** Company contribution equivalent to 1 percent of basic salaries
- **Savings Fund:** Company contribution equivalent to 5 percent of basic salaries. Five percent payroll deduction.

AWC compensation and benefits plan costs may also be compared to the personnel cost estimates developed in the Prefeasibility Report. Although the PFR estimates included training costs, it is clear from Table 8.3 that the compensation and benefits costs as calculated in the present report pose no threat to current estimates of AWC profitability.

Table 8.3 Plan vs. PFR Personnel Costs

	2004	2005	2006
PFR Labor Costs*	2,167,438	2,167,438	2,167,438
C&B Plan Option 1	1,126,315	1,245,909	1,269,551
C&B Plan Option 2	1,190,890	1,317,126	1,342,192

* includes training costs not included in C&B plan

ANNEX A

PERSONS CONTACTED

Ministry of Water and Irrigation

H. E. Dr. Hazem El-Naser, Minister of Water and Irrigation
 Eng. Raed Abu Soud, Director, Program Management Unit, MWI

Water Authority of Jordan

Eng. Munthir Khleifat, Secretary General, WAJ
 Eng. Kamal al-Zu'bi, Assistant Secretary General for Administration and Human Resources, WAJ HQ
 Eng. Imad Zureikat, Assistant Secretary General for Aqaba, WAJ Aqaba
 Mr. Muhammad Raja, Manager, Directorate for Administrative and Personnel Affairs, WAJ HQ
 Eng. Balal al-Assi, Manager, Water O&M Department, WAJ Aqaba
 Eng. Jamal al-Riyati, Head, Wastewater Section, WAJ Aqaba
 Eng. Naeem Saleh, Manager, Subscribers Department, WAJ Aqaba
 Eng. Muhammad al-Sakran, GIS Specialist, WAJ Aqaba
 Mr. Mahmud Barham, Accountant, WAJ Aqaba

Electricity Distribution Company (EDCO)

Mr. Awad al-Zubi, Assistant Director General for Finance and Administration, EDCO HQ
 Eng. Fawzy al-Hakim, Manager, Administration Department, EDCO Aqaba

Jordanian Electric Power Co Ltd (JEPCO)

Dr. Jawad Alafifi, Assistant General Manager, JEPCO

Aqaba Special Economic Zone Authority (ASEZA)

Mr. Muhammad al-Jaafari, Commissioner for Finance and Administration
 Mr. Mohammad Asadi, Manager, Administration Department

Arab Orient Insurance Company

Mr. Farhat Farhat, Sales Representative

ANNEX B

TECHNIQUES OF JOB EVALUATION

Introduction

Job evaluation is a process of analyzing and assessing the content of jobs in order to place them in an acceptable rank order which can be used as a basis for a remuneration system. Logic, justice and equity are the principles underlying job evaluation. Justice and equity require that all jobs covered by the system are treated in the same fair manner and rewarded according to their evaluation.

Techniques of job evaluation aim to measure the size or value of the jobs in an organization by applying the same yardstick to each, and so producing a rank order. This can then be used as the basis for paying higher incomes to the jobs at the top, gradually decreasing for lower levels. Jobs are compared using common, previously defined criteria, so as to increase the objectivity and consistency of the evaluation. The whole process is one of systematically relating jobs one to another by examination of the *importance* or *difficulty* of a job.

Job evaluation is concerned with measuring the job and not the person doing the job. The job itself is being measured, not the ability, potential, or performance of the individual who happens to hold the job. Job evaluation is concerned with measuring and assessing the worth of what a person does. Performance appraisal and incentive schemes are concerned with how well an actual job holder does the work.

Job Descriptions

Good job evaluation practice requires that jobs be assessed on the basis of sound job descriptions.

There are several different purposes for which job descriptions may be prepared, and they are not interchangeable. Descriptions prepared for recruitment, selection, induction, or training will each need some information which is irrelevant to job evaluation. Job descriptions prepared for purposes of job evaluation should meet the following criteria:

- They should follow a standard and consistent format.
- They should relate to the job and not to the person.
- They should break the job down under the headings to be used in evaluation.
- They need to be informative and easy to interpret.
- They should use concrete rather than abstract terminology.

Job Evaluation Techniques

There are many different systems of job evaluation, each with its own way of measuring job value. They can be divided into "analytical" and "non-analytical", according to whether they break the job down into its component elements or factors and score the amount of each factor in the jobs, or whether whole jobs are compared.

Four main methods of job evaluation are in use:

- Points rating
- Factor comparison
- Ranking
- Grading/classification

1.1 Point Rating Method

The most sophisticated form of job evaluation system is points rating.

1.2 Selecting the Factors

Table 1 shows a long list of possible factors which could be included in a job evaluation scheme. A sound scheme should have no fewer than 5 and no more than 12 factors. These factors represent the aspects of work which people in the organization believe should be recognized and rewarded. The most common five factors are skill, responsibility, mental effort, physical effort and working conditions. They are common because some of the early systems which were applied in major industries (largely to manual male workers) used these factors.

List of possible factors for selecting five to twelve for use in job evaluation

Skills and Knowledge

Education	Accuracy
Trade knowledge	Initiative
Schooling	Judgment
Experience	Mental capability
Time required to become 80 percent efficient	Resourcefulness
Training required	Versatility
Time required to learn trade	Job skill
Time required to adapt skill	Manual accuracy
Job knowledge	Physical skill
Knowledge of machinery and tools	Attention to detail
Knowledge of materials and processes	Quickness
Creativity	Difficulty of operation
Management skills	Social skill
Management knowledge	

Effort

Mental effort	Physical demand
Mental application	Muscular strain
Visual demand	Monotony
Concentration	Eye strain
	Fatigue

Responsibility

Safety of others	Spoilage of materials
Materials or supplies	Relations with public
Product or process	Handling money
Machinery and equipment	Revenue generation
Systems and methods	Budget preparation
Supervision exercised	Communications
Cost of errors	Physical property
Effect on other operations	Dependability

Working Conditions

Discomfort	Surroundings
Exposure to health hazard	Dirtiness of working conditions
Exposure to accident hazard	Isolation
Occupational disease hazard	Physical immobility
Danger from lifting	Disagreeableness

The process of designing a job evaluation scheme involves careful consideration of the nature of the work and the elements which should therefore be included as factors. These should cover the content of the jobs so that:

- The most important elements of every job are covered by at least one factor.
- The factors all have some relationship to job difficulty or value.
- In combination the factors reflect job difficulty.
- They should represent aspects of work the organization values.
- They must all be observable and measurable.
- No two factors should measure essentially the same characteristic.
- There should not be too many or too few factors (more than twelve make duplication unavoidable; fewer than five would not cover all important aspects).

Factor selection should be piloted on a sample of jobs covering all the job groups in the organization. Modifications should then be made as discussed below.

1.3 Job Scoring

The next stage is for the factor scales to be applied to each job to assess how much of each factor the job requires.

An assessment committee is usually assigned the responsibility for deciding how much of each factor is required for each job. The numbers of people on the committee vary with the size of organization and the number and range of jobs to be covered. Fewer than six will almost certainly be too small to be seen as representative, even in a small company. More than fifteen will be unwieldy and slow down the decision process.

Where the number of jobs to be considered is relatively small, the committee can take each job in turn and consider it under each factor, giving it a score before moving on to the next job. Long gaps between meetings of the committee should be avoided, so that the members will be able to recall their previous decisions and maintain consistency. Once the committee has completed the

first ten or so assessments, it is wise to return to the first four or five and review them to remove any anomalies and make sure that the consistent approach which by that stage should have evolved has been applied to all jobs.

The assessment committee will undoubtedly speed up and take less time over later assessments than over the first few. They should aim to complete one assessment per 45 minutes, although the first few may take longer and later ones less time. Where there are a very large number of assessments to complete, time can be reduced by dividing the factors between the committee members and asking each one to prepare their recommendations for the score for each job on that factor. They should also prepare a short explanation of why they thought the job should score that amount. The committee should not be restricted in any way by these recommendations, and can question the person making the recommendation and the person who knows the job best, as well as making comparisons with earlier scores on the same factor. This approach can help to speed up the process.

1.4 Validating the Scoring System

The scoring results will need validating against a sample of jobs in the organization. This set of jobs is sometimes termed the "benchmark set." They should cover typical, well-known jobs in the organization as opposed to obscure ones. These jobs will be used to produce *a rank order based on "whole job assessment" for comparison with the factor score results*. This can only be done for jobs which are familiar to those doing the ranking.

The rank order of the benchmark jobs is used for checking or validating the scores from factor assessment. The two lists will not usually be in the same order, because the factors are not all equally important to the organization. For example, responsibility will usually be regarded as more important than working conditions; but unless the factor scores are weighted they will count as equally important in the aggregate scoring. The benchmark job ranking can then be applied to *decide which factors need to be given extra weight in order to reproduce the consensus rank order, and how much that weighting needs to be*. These weights are then applied to the factor scores when the rest of the jobs in the organization are evaluated.

2. Factor Comparison Method

The factor comparison method is concerned with identifying and using only those factors which are especially relevant to a group of jobs under study. Unlike points evaluation, it normally makes no attempt to convert the chosen factors to any mathematical formulae.

The evaluator appraises the whole batch of jobs concerned against each factor. For each factor, he places all the posts under review in a rank order according to their special requirements under the single factor. This might be "number of people supervised", or "education and training required", for example. This process is repeated for each factor in the series used, normally 4-6 for any group of similar jobs (i.e. jobs in a single job family), but there may be more factors in a group of mixed posts.

The rankings under each factor are placed side by side on a ranking schedule and, from this, an overall rank order of value is determined. The final result may be arrived at by averaging out after allowing for some factor weighting.

This system is obviously "coarse" in relation to the attempt at fine measurement of points-evaluation systems, but its coarseness is more than offset by its great flexibility to adapt to the

individual requirements of evaluating any group of jobs. In practice, factor comparison evaluation may be adapted to the needs of any group of jobs or job families and is, for example, very effective when ranking groups of senior executive posts. Variable "weightings" may be applied or other steps towards points evaluation taken, as considered appropriate in the local situation.

3. Ranking Systems

Ranking systems are simpler than points rating, but they have a number of disadvantages. They are relatively crude procedures which do not seek to measure jobs, only to compare them with one another to decide where they fit. There is no analysis to question if the results are not believed to be fair, and unarticulated preconceptions about the value of the jobs may play a very large part in the evaluation process.

Ranking can be likened to a card sort, where each job to be evaluated has been described on a card and the process of ranking merely puts the cards in a rank order. Once this order has been produced, divisions may be imposed to divide the jobs into grades for pay purposes.

The ranking procedure goes through a series of stages, beginning with a series of job-to-job comparisons from which the preliminary rank order lists are built up. First, these are built up for small sections of jobs, or groups of posts on one job family. Then, using large spreadsheets or ranking schedules as visual aids, the small lists are welded into overall lists and blocks of "equal-value" jobs.

In some organizations only a set of benchmark jobs is ranked into grades, and other jobs are slotted into those grades by comparison with the benchmarks. *Grading* is similar to ranking except that a number of grades are defined in advance, either by placing benchmark jobs to indicate the top, bottom and middle of each grade, or by listing the characteristics of jobs which will be fitted into each grade. The job descriptions for each job are then compared to these grades to decide which one they belong in.

The subsequent operation involves the use of key-job levels, where comparable standards may be found in all job groups. These include the levels of jobs which newly-qualified graduate staff enter in the different functions; and the levels of posts which can only be done effectively by, say, graduate staff with a minimum of ten years relevant and varied experience in the function. It is vital that they achieve results which are broadly realistic to market values, as this is the ultimate measure of effectiveness of any system of job evaluation.

4. Job Groups

Jobs tend to cluster into job groups, i.e. families of associated jobs such as engineers or accountants. It is not difficult to evaluate relative values within a series of accounting jobs, or within a group of engineering jobs, but it is rather more difficult to tackle the evaluation of an accountant in relation to an engineer. In other words, within job families, comparison and ranking are relatively straightforward, but between job families difficulties begin to arise. The reason is that within a family, the range of factors is more constant—common scales of education and training requirements exist—and the question of assessing the importance of one factor against another does not arise.

Some job evaluation processes totally avoid the question of comparing jobs in one job family with those in another, limiting their results to series of unrelated structures, each of which applies only to one job family. Where these small structures exist there can be no overall grading.

However, changes of relationship within one family are easy to detect, and the structure may be easily up dated. Similarly, limited movement in market values affecting one family are easily acknowledged by adjusting the salary structure for that structure alone, rather than for the whole organization.

Annex C Position Gradings, Showing Selected Job Evaluation Indicator Values										
JD No	Position	No.	Class	Group			Education	Yrs Exp.	Work Env't	# Supervised
1	General Manager	1	A1	Manager	3,000	36,000	Bachelors	10	Office	271
2	Technical Manager/Deputy General Mgr	1	A1	Manager	1,200	14,400	Bachelors	9	Office	152
3	Finance & Admin Department Manager	1	A1	Manager	1,000	12,000	Bachelors	9	Office	37
4	Customer Service Department Manager	1	A1	Manager	750	9,000	Bachelors	7	Office	58
6	Water Department Manager	1	A2	Supervisor I	600	7,200	Bachelors	7	Office	66
7	Wastewater Department Manager	1	A2	Supervisor I	600	7,200	Bachelors	7	Office	43
26	Chemist	1	A2	Supervisor I	600	7,200	Bachelors	5	Laboratory	6
9	Engineering and Projects Supervisor	1	A2	Supervisor I	600	7,200	Bachelors	5	Office	7
19	Accounting/MIS Supervisor	1	A2	Supervisor I	600	7,200	Bachelors	7	Office	7
27	Industrial Waste Specialist	1	A2	Specialist I	575	6,900	Bachelors	3	Office/field	2
22	Information Systems Specialist	1	A2	Specialist I	550	6,600	Bachelors	5	Office	0
23	Database Administrator	1	A2	Specialist I	550	6,600	Bachelors	3/7	Office	0
25	GIS Specialist	1	A2	Specialist I	550	6,600	Bachelors	3	Office	3
29	Financial Accountant	1	A2	Specialist I	500	6,000	Bachelors	5	Office	t1
33	Human Resources Supervisor	1	A2	Specialist I	500	6,000	Bachelors	2/5	Office	3
28	Wastewater Treatment Process Engineer	1	A2	Specialist I	450	5,400	Bachelors	5	Plant	t3
5	Quwayra Department Manager	1	A3	Supervisor II	400	4,800	Bachelors	6	Office	27
8	Maintenance Supervisor	1	A3	Supervisor II	400	4,800	Bachelors	6	Office	10
20	Purchasing and Stores Supervisor	1	A3	Supervisor II	400	4,800	Diploma	7	Office	9
16	Billing Supervisor	1	A3	Supervisor II	400	4,800	Bachelors/Diploma	2/5	Office	19
17	Collection Supervisor	1	A3	Supervisor II	400	4,800	Bachelors/Diploma	2/5	Office	6
18	Connections Supervisor	1	A3	Supervisor II	400	4,800	Bachelors/Diploma	3/7	Office/field	24
15	Customer Relations Supervisor	1	A3	Supervisor II	400	4,800	Secondary	5	Office	11

21	Office Services Supervisor	1	A3	Supervisor II	375	4,500	Sec. or Diploma	5	Office	26	
10	Rural O&M Supervisor	1	A3	Supervisor II	350	4,200	Diploma	6	Field	14	
11	Rural Customer Service Supervisor	1	A3	Supervisor II	350	4,200	Diploma	5	Office	11	
12	Sourceworks Supervisor	1	A3	Supervisor II	350	4,200	Diploma	6	Field	9	
13	Networks Supervisor	1	A3	Supervisor II	350	4,200	Diploma	6	Field	18	
14	Sewers Supervisor	1	A3	Supervisor II	350	4,200	Diploma	5	Field	13	
31	Cashier	1	A3	Specialist II	400	4,800	Bachelors	7	Office	1	
30	Budget & Cost Accountant	1	A3	Specialist II	375	4,500	Bachelors	3	Office	0	
24	Projects Inspector	1	A3	Specialist II	375	4,500	Bachelors	3	Office/field	0	
32	Purchasing Specialist	1	A3	Specialist II	375	4,500	Bachelors	3/6	Office	0	
47	Mapping Technician	1	B1	Technician I	325	3,900	Diploma	3	Office/field	0	
50	Laboratory Technician	2	B1	Technician I	325	7,800	Bachelors	3	Laboratory	1	
52	Chlorine & Safety Technician	1	B1	Technician I	325	3,900	Technical school	3	Plant/field	0	
53	Control & Instrument Technician	2	B1	Technician I	325	7,800	Technical school	5	Plant/field	0	
54	Maintenance Technician	1	B1	Technician I	325	3,900	Technical school	5	Plant/field	t	
55	Electrical Technician	4	B1	Technician I	325	15,600	Technical school	5	Plant/field	t	
56	Mechanical Technician	4	B1	Technician I	325	15,600	Technical school	5	Plant/field	t	
41	Billing System Operator	2	B1	Operator I	350	8,400	Diploma	3 +2	Office	0	
42	SCADA & Telemetry Operator	4	B1	Operator I	325	15,600	Diploma/Tech	3/5	Office	0	
43	Wastewater System Operator I	3	B1	Operator I	325	11,700	Diploma	5	Plant	t	
34	Surveyor	1	B1	Craftsman I	300	3,600	Diploma	3	Field	0	
36	Water Connection Inspector	2	B1	Craftsman I	300	7,200	Diploma	5	Field	t	
37	Sewer Connection Inspector	1	B1	Craftsman I	300	3,600	Diploma	4	Field	t	
48	GIS Technician	2	B2	Technician II	275	6,600	Diploma	2	Office	0	
49	Leak Detection Technician	1	B2	Technician II	275	3,300	Technical school	3	Field	0	
46	IT Technician	1	B2	Technician II	275	3,300	Technical school	3	Office	0	

59	Meter Technician	1	B2	Technician II	275	3,300	Technical school	4	Shop/field		
51	Laboratory Assistant	2	B2	Technician II	250	6,000	Diploma	2	Lab/field	0	
57	Vehicle Electrician	1	B2	Technician II	250	3,000	Technical school	3	Plant	t	
58	Vehicle Mechanic	1	B2	Technician II	250	3,000	Technical school	3	Plant	t	
44	Wastewater System Operator II	6	B2	Operator II	250	18,000	Technical school	2	Plant	t	
45	Switchboard Operator	1	B2	Operator II	225	2,700	Tech or Secondary	2	Office	0	
38	Pipefitter	5	B2	Craftsman II	250	15,000	Technical school	3	Field	t	
39	Welder	8	B2	Craftsman II	250	24,000	Technical school	5	Shop/field		
37	Inspection Technician	1	B2	Craftsman II	250	3,000	Technical school	3	Field	0	
39	Plumber	19	B2	Craftsman II	225	51,300	Technical school	2 or 5w/o	Field	t	
67	Special Accounts Clerk	1	C1	Clerical I	325	3,900	Bachelors	3	Office	0	
74	Benefits Clerk	1	C1	Clerical I	325	3,900	Diploma	3	Office	0	
72	Payments & Payroll Clerk	1	C1	Clerical I	325	3,900	Diploma	5	Office	0	
69	Debt Recovery Clerk	1	C1	Clerical I	325	3,900	Diploma	3	Office	0	
60	Administrative Assistant	1	C1	Clerical I	300	3,600	Bachelors	3	Office	0	
76	Personnel Clerk	1	C1	Clerical I	300	3,600	Diploma	1			
70	Objections Caseworker	1	C1	Clerical I	300	3,600	Diploma	3	Office	0	
71	Fixed Assets Registrar	1	C1	Clerical I	300	3,600	Diploma	3	Office/field	0	
62	Customer Service Representative	7	C2	Clerical II	275	23,100	Secondary	?	Office	0	
73	Cashiering Clerk	1	C2	Clerical II	275	3,300	Diploma	3	Office	0	
63	Senior Assessment Clerk	1	C2	Clerical II	275	3,300	Secondary	3	Office	4	
61	Secretary	2	C2	Clerical II	250	6,000	Secondary	5	Office	0	
65	Customer Files Clerk	1	C2	Clerical II	250	3,000	Community or Sert	2	Office	0	
64	Assessment Clerk	2	C2	Clerical II	250	6,000	Tech school	?	Office	0	
75	Storekeeper	3	C2	Clerical II	250	9,000	Secondary	5	Office	3	
83	Meter Reader	9	D	Semi-Skilled	225	24,300	Technical school		Field	0	

66	Data Entry Clerk	3	D	Semi-Skilled	200	7,200	Technical school	3	Office	0	
79	Heavy Equipment Operator	9	D	Semi-Skilled	200	21,600	Basic (9 yr)	5	Field	t	
82	Sewer Maintenance Worker	5	D	Semi-Skilled	200	12,000	Basic (9 yr)		Field	0	
80	Water Tanker Driver	5	D	Semi-Skilled	200	12,000	Basic (9 yr)	2	Field	0	
85	Typist	2	D	Semi-Skilled	175	4,200	Technical school	3	Office	0	
77	Wastewater System Operator Assistant	6	D	Semi-Skilled	175	12,600	Technical school	1	Plant	0	
78	Technician Assistant	3	D	Semi-Skilled	175	6,300	Technical school	2	Plant/field	0	
81	Driver	13	D	Semi-Skilled	175	27,300	Basic (9 yr)	1	Field	0	
84	Mail Clerk	1	D	Semi-Skilled	175	2,100	Technical school		Office	0	
86	Messenger/Office Boy	4	E	Unskilled	150	7,200	Basic (9 yr)		Office	0	
87	Guard	5	E	Unskilled	150	9,000	Basic (9 yr)		Plant	0	
88	Laborer	72	E	Unskilled	150	129,600	Basic (9 yr)		Field/plant	0	

ANNEX D**ENTRY-LEVEL SALARIES, BY POSITION**

<u>Position</u>	<u>No.</u> <u>(2005)</u>	<u>Position Class</u>		<u>Entry-</u> <u>Level</u> <u>Salary</u>
TOP MANAGEMENT				
General Manager	1	A1	Manager	3,000
Technical Manager/Deputy General Manager	1	A1	Manager	1,200
Finance & Admin Department Manager	1	A1	Manager	1,000
Customer Service Department Manager	1	A1	Manager	750
<u>Subtotal, Top Managers</u>	<u>4</u>			
PROFESSIONAL I				
Water Department Manager	1	A2	Supervisor I	600
Wastewater Department Manager	1	A2	Supervisor I	600
Engineering & Projects Supervisor	1	A2	Supervisor I	600
Accounting/MIS Supervisor	1	A2	Supervisor I	600
Chemist	1	A2	Specialist I	600
Industrial Waste Specialist	1	A2	Specialist I	575
Information Systems Specialist	1	A2	Specialist I	550
GIS Specialist	1	A2	Specialist I	550
Database Administrator	1	A2	Specialist I	550
Human Resources Supervisor	1	A2	Specialist I	500
Financial Accountant	1	A2	Specialist I	500
Wastewater Treatment Process Engineer	1	A2	Specialist I	450
<u>Subtotal, Professional I</u>	<u>12</u>			
PROFESSIONAL II				
Quwayra Department Manager	1	A3	Supervisor II	400
Purchasing and Stores Supervisor	1	A3	Supervisor II	400
Maintenance Supervisor	1	A3	Supervisor II	400
Customer Relations Supervisor	1	A3	Supervisor II	400
Connections Supervisor	1	A3	Supervisor II	400
Collection Supervisor	1	A3	Supervisor II	400
Billing Supervisor	1	A3	Supervisor II	400
Cashier	1	A3	Specialist II	400
Office Services Supervisor	1	A3	Supervisor II	375
Purchasing Specialist	1	A3	Specialist II	375
Projects Inspector	1	A3	Specialist II	375

Budget & Cost Accountant	1	A3	Specialist II	375
Sourceworks Supervisor	1	A3	Supervisor II	350
Sewers Supervisor	1	A3	Supervisor II	350
Rural O&M Supervisor	1	A3	Supervisor II	350
Rural Customer Service Supervisor	1	A3	Supervisor II	350
Networks Supervisor	1	A3	Supervisor II	350
<u>Subtotal, Professional II</u>	<u>17</u>			

TECHNICAL I

Billing System Operator	2	B1	Operator I	350
Mechanical Technician	4	B1	Technician I	325
Mapping Technician	1	B1	Technician I	325
Maintenance Technician	1	B1	Technician I	325
Laboratory Technician	2	B1	Technician I	325
Electrical Technician	4	B1	Technician I	325
Control & Instrument Technician	2	B1	Technician I	325
Chlorine & Safety Technician	1	B1	Technician I	325
Wastewater System Operator I	3	B1	Operator I	325
SCADA & Telemetry Operator	4	B1	Operator I	325
Water Connection Inspector	2	B1	Craftsman I	300
Surveyor	1	B1	Craftsman I	300
Sewer Connection Inspector	1	B1	Craftsman I	300
<u>Subtotal, Technical I</u>	<u>28</u>			

CLERICAL I

Special Accounts Clerk	1	C1	Clerical I	325
Payments & Payroll Clerk	1	C1	Clerical I	325
Debt Recovery Clerk	1	C1	Clerical I	325
Benefits Clerk	1	C1	Clerical I	325
Objections Caseworker	1	C1	Clerical I	300
Personnel Clerk	1	C1	Clerical I	300
Administrative Assistant	1	C1	Clerical I	300
Fixed Assets Registrar	1	C1	Clerical I	300
<u>Subtotal, Clerical I</u>	<u>8</u>			

TECHNICAL II

Meter Technician	1	B2	Technician II	275
Leak Detection Technician	1	B2	Technician II	275
IT Technician	1	B2	Technician II	275
GIS Technician	2	B2	Technician II	275
Vehicle Mechanic	1	B2	Technician II	250

Vehicle Electrician	1	B2	Technician II	250
Laboratory Assistant	2	B2	Technician II	250
Wastewater System Operator II	6	B2	Operator II	250
Welder	8	B2	Craftsman II	250
Pipefitter	5	B2	Craftsman II	250
Inspection Technician	1	B2	Craftsman II	250
Switchboard Operator	1	B2	Operator II	225
Plumber	19	B2	Craftsman II	225

CLERICAL II

Customer Service Representative	7	C2	Clerical II	275
Cashiering Clerk	1	C2	Clerical II	275
Senior Assessment Clerk	1	C2	Clerical II	275
Storekeepers	3	C2	Clerical II	250
Secretary	2	C2	Clerical II	250
Customer Files Clerk	1	C2	Clerical II	250
Assessment Clerk	2	C2	Clerical II	250
<u>Subtotal, Clerical II</u>	<u>17</u>			

SEMI-SKILLED

Meter Reader	9	D	Semi-Skilled	225
Water Tanker Driver	5	D	Semi-Skilled	200
Sewer Maintenance Worker	5	D	Semi-Skilled	200
Heavy Equipment Operator	9	D	Semi-Skilled	200
Data Entry Clerk	3	D	Semi-Skilled	200
Wastewater System Operator Assistant	6	D	Semi-Skilled	175
Typist	2	D	Semi-Skilled	175
Technician Assistant	3	D	Semi-Skilled	175
Mail Clerk	1	D	Semi-Skilled	175
Driver	13	D	Semi-Skilled	175
<u>Subtotal, Semi-Skilled</u>	<u>56</u>			

UNSKILLED

Messenger/Office Boy	4	E	Unskilled	150
Laborer	40	E	Unskilled	150
Guard/Laborers	32	E	Unskilled	150
Guard	5	E	Unskilled	150
<u>Subtotal, Unskilled</u>	<u>81</u>			

ANNEX E**PAY RANGES OF WAJ AQABA STAFF (APRIL 2003)
CLASSIFIED BY AWC JOB GRADE**

<u>Job Title</u>	<u>AWC Class</u>	<u>AWC Job Group</u>	<u>No.</u>	Gross Monthly Pay*		
				<u>Avg.</u>	<u>High</u>	<u>Low</u>
Assistant Secretary General	A1	Top management	1	658	658	658
Subscribers Manager	A1	Top management	1	362	362	362
Department Managers (Water & Quwayra)	A2	Supervisor	2	524	649	398
GIS Specialist	A2	Specialist	1	550	550	550
Database Administrator	A2	Specialist	1	600	600	600
Wastewater Section Head	A2	Supervisor	1	1,050	1,050	1,050
Section Head	A3	Supervisor	4	330	367	292
Engineer	A3	Supervisor or Specialist	1	361	361	361
Branch head	A3	Supervisor	2	260	276	244
Accountant	A3	Specialist	2	252	260	245
Inspector	B1	Craftsman	5	310	397	237
Lab Technician	B1	Technician	1	242	242	242
Operation technician	B1	Technician or Operator	4	232	241	222
Surveyor	B1	Craftsman	1	198	397	237
Computer operator	B1	Operator	2	164	171	157
Construction Foreman	B1	Craftsman	1	158	158	158
Technician II	B2	Technician	1	291	291	291
Mechanic	B2	Technician	2	265	342	187
Operator	B2	Operator	8	230	244	220
Plumber	B2	Craftsman	16	222	274	158
Electrician	B2	Technician	4	212	239	180
Welder	B2	Craftsman	3	206	237	177
Stores Controller	C1	Clerical	2	281	322	241
Accounting clerk	C1	Clerical	2	200	212	187
Admin II	C2	Clerical	1	245	245	245
Cashier	C2	Clerical	2	195	197	193
Objection Caseworker	C2	Clerical	1	187	187	187
<i>Ma'mur maqsam</i>	C?	Clerical?	1	185	185	185
Asst Accountant	C2	Clerical	2	263	276	249

Admin III	C2	Clerical	1	210	210	210
Storekeeper	C2	Clerical	2	203	208	197
Clerk	C2	Clerical	2	186	191	181
Driver	D	Semi-Skilled	30	240	331	181
Meter reader	D	Semi-Skilled	11	207	259	177
Data Entry Clerk	D	Semi-Skilled	2	194	194	194
Typist	D	Semi-Skilled	4	172	207	146
Guard	E	Unskilled	3	178	188	165
Laborer	E	Unskilled	116	153	208	134

Total **246**

Notes:

Classification of staff based primarily on job title and education (where educational data is available).

Final classifications should be based on appraisal of each employee.

"Gross pay" includes standard civil service allowances discussed in Section 2.1.

